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THE MASTER PLAN OF SAN FRANCISCO

Studies for the Location of a

CENTRAL AIRLINE BUS TERMINAL

SAN FRANCISCO CITY PLANNING COMMISSION

The Master Plan of San Francisco

STUDIES FOR A CENTRAL AIRLINE BUS TERMINAL

Report on Locations and Related Improvements

August 1, 1946

San Francisco City Planning Commission

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City and County of San Francisco

ROGER D. LAPHAM, MAYOR

CITY PLANNING COMMISSION

Michel D. Weill, President

Gardner A. Dailey, Vice President

Mrs. Charles B. Porter

James J. Walsh

J. Joseph Sullivan

J. Roger Deas, Secretary

L. Deming Tilton, Director of Planning

CITY AND COUNTY OF SAN FRANCISCO
CITY PLANNING COMMISSION

ICHEL D. WEILL, *President*
ARDNER A. DAILEY, *Vice-President*
RS. CHARLES B. PORTER
JOSEPH SULLIVAN
AMES J. WALSH

L. DEMING TILTON,
Director of Planning
J. ROGER DEAS,
Secretary to the Commission

Room 252, City Hall
San Francisco 2, California

August 1, 1946

Honorable Roger D. Lapham, Mayor
City and County of San Francisco
Room 200, City Hall
San Francisco, 2, California

Dear Mayor Lapham:

In March of this year, the Chamber of Commerce, acting in behalf of the airlines serving San Francisco, requested this Commission to make a study and report upon sites for a central bus terminal in or near the downtown district. It is apparently the desire of the airlines to sponsor jointly and with private funds the development of such a terminal if a suitable location can be found.

Inasmuch as this proposal involves parking, traffic routing, new streets and freeways, transit services, and other problems related to the Master Plan, the Commission voted to make the study requested. Our report has been completed and is now ready for release. We are pleased to submit a copy herewith for your information and files.

Very truly yours,

Michel D. Weill
President

MDW:LDS

CITY AND COUNTY OF SAN FRANCISCO
City Planning Commission

August 1, 1946

Honorable Roger D. Lapham, Mayor
City and County of San Francisco
Room 200, City Hall
San Francisco, 2, California

Dear Mayor Lapham:

In March of this year, the Chamber of Commerce, acting in behalf of the citizens of North San Francisco, requested this Commission to make a study and report upon sites for a central bus terminal in or near the Marina district. It is apparently the desire of the citizens to promote industry and city growth thru the development of such a terminal if a suitable location can be found.

Therefore in this proposal involves private traffic routing, the priority and timetable, transit routings, and other problems related to the master plan, the Commission voted to make the study immediately. Our report has been completed and is now ready for printing. We are planning to submit a copy herewith for your information and files.

Very truly yours,

Richard D. Walsh
President

RDW:LDB

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F O R E W O R D

This report has been prepared at the request of the airlines and their contract carriers, submitted through the Aviation Committee of the Chamber of Commerce. It will be used largely by these private interests. They expect to build the Central Airline Bus Terminal and they want it to be in the right location, insofar as such a location can be determined at this time. The report assumes that the airlines prefer to retain ticket and service offices in the downtown area.

The Planning Commission and its technical staff appreciate the opportunity of presenting their views on this matter before final action is taken. In our opinion this reflects a helpful spirit of cooperation between the business community and the municipality and will tend to make the city planning program in San Francisco more effective.

In the development of this study we have had counsel and aid from the Chamber of Commerce, airlines, real estate concerns,and others. A.C. Jenkins of the Gray Lines, Inc, Kenneth McDonald of the Chamber of Commerce,and B.M.Doolin and Harold Messersmith of the Municipal Airport have supplied useful data and information.

It must be noted that certain desirable information, particularly data on the local origin and destination of airline bus passengers, was not available for this study. Conferences with the contract carrier and with the airlines, however, have served to determine the general pattern of distribution. It is doubtful if the precise figures would materially alter the basic recommendations.

The report has enlisted interest throughout the staff, but special commendation is due Sydney Williams, T.J.Kent Jr., and Samuel Jung for their work on the document.

L. Deming Tilton
Director of Planning

SUMMARY OF RECOMMENDATIONS

When the problem of locating a Central Airline Bus Terminal is considered, a basic policy question arises:

> Should the Terminal be built now as a permanent institution, or should it be "temporary" pending completion of the Bayshore Freeway and other related civic improvements?

The City Planning Commission, relying upon studies made by its technical staff, answers this question by recommending that the airline and bus transportation companies adopt the following programs and policies:

Immediate Program.

1. Provide a "temporary" Terminal now, to meet airline needs for at least five and perhaps ten years.

2. Locate the "temporary" Terminal in the area adjacent to the southern boundary of the Central Business District, not over two and one-half blocks from Market Street and not more than three and one-half blocks east or four blocks west of Seventh Street.

Future Program.

3. Support all efforts to secure a more advantageous plan for connecting the Bayshore Freeway, the present Bay Bridge, and the Central Business District, which will ultimately allow a permanent Central Airline Bus Terminal to be located close to the Central Business District and directly on a high-speed, off-street motor way leading to the Airport.

4. Plan to develop a permanent Terminal as soon as Freeway and Bridge Traffic distribution problems have been solved.

I THE NEED FOR A CENTRAL AIRLINE BUS TERMINAL

The City of San Francisco is now making extensive improvements in the Municipal Airport. Twenty million dollars will be spent on the program. This will give the Bay Area a terminal capable of accommodating the largest planes, and the volume of passengers and business that will inevitably develop at such a center.

Relocation and reconstruction of the State Highway serving the Airport will be begun in the near future. A new Freeway, as planned by the State and endorsed by the San Francisco Department of Public Works, is to be built on an alignment that will permit the necessary expansion of airport facilities and vastly improved transportation service between the Airport and the City. When this project is completed, a safe, high-speed modern Freeway will connect the Airport directly with San Francisco.

There is no doubt concerning the benefits and advantages which both the new Freeway and the enlarged Airport will bring to San Francisco. Fast transportation service between the Airport and the Central Business District, however, must also be provided. A Central Airline Bus Terminal in the downtown area capable of handling more buses and expediting the movement of a larger volume of passengers is needed to complete this system.

By planning wisely and with proper coordination of public and private effort, San Francisco can provide itself with an efficient and attractive system of air transport facilities. Few cities will be able to show a commodious modern airport, a safe, high-speed traffic artery leading to it, and a fast airline bus service operating out of a modern terminal close to the heart of the city.

I. THE ADDITION OF A CONTROL ATTACHED TO THE TRANSMITTER IN DIRECTIONAL TELEGRAPHY AND TELEPHONY

The field of the invention is now making particular improvements in the transmitter control. Among multiple systems will be found in the problem. This will give one an idea of a transmitter capable of accommodating the Morse signal, and the volume of transmitters and receivers have not yet successfully operated on such a machine.

Telegraphy and telephony of the same channel having the difficult part will be also in the same channel. I am proposing to provide by that there are transmitters in the receiver transmitter to enable easily, is to be ready to be transmitted and which cannot be modern easy expensive to change frequently and a very limited transmitter engine station cannot be supplied on the field. That that device is employed I am a transmitted power transmitter will amount to change channel with the transmitter.

There is a long transmitter to facility the transmitter which can be common and the receiver channel there is only one in the receiver. That transmitter power station can be difficult and the control failure control receiver and also be provided. A control device can transmit a the machine and complete of transmitter power and also attach the message to a factor value of transmitter is easily is complete with the.

By planning such a and the power transmitter is built and power current, the transmitter the provide itself and an efficient and transmitter power of the transmitter facilities. The office will be able to make a transmitter under efficiently a fully. Hand-board facility power factor to the and. That factor the power of space-saving one of a second transmitter place to the power of the other-

II REQUIREMENTS FOR A CENTRAL AIRLINE BUS TERMINAL

Transport service to the Airport is now provided by:

1. Contract bus service with passengers loading and unloading at the curb at each airline ticket office;
2. Taxicabs operating from hotels and other points of origin, mostly in the Central Business District;
3. Private automobiles;
4. Pacific Greyhound Buses, which mainly serve the employees at the field.

Buses operated for the airlines carry the largest percentage of traffic to the field, but the records at the Airport show an increasing percentage of passengers arriving by automobile and taxicab. Greyhound buses are little used by the patrons of airlines. Their infrequent service is not intended to make connections with planes.

Traffic problems in the city created by the airline buses are becoming more serious as the passenger loads increase. Curb loading in front of each airline ticket office is obviously an unsatisfactory method from the standpoint of both the passengers and the community.

Traffic congestion caused by buses both at the Airport and on downtown streets will become more serious as the passenger volume grows. The additional facilities now being built will enable the Airport to accommodate a plane landing and departing each minute or 120 movements per hour. If we assume one-third to be cargo planes, 80, or two-thirds will be commercial passenger planes.

The following Table shows the increasing capacities of passenger aircraft.

Table I

DC 3's	21	persons
DC 6's	44	"
Republic Rainbows	50	"
Constellations	60-66	"
Boeing Stratocruisers	81-114	"
DC 7's	100	"
Consolidated 237's	200	"

It is not possible to forecast accurately the maximum hourly traffic in future years, but the San Francisco Airport estimates a five-fold increase of passenger traffic in the next ten years, as shown on Plate I. The Airport is being rebuilt to accommodate these anticipated loads, as well as those which will develop from feeder services.

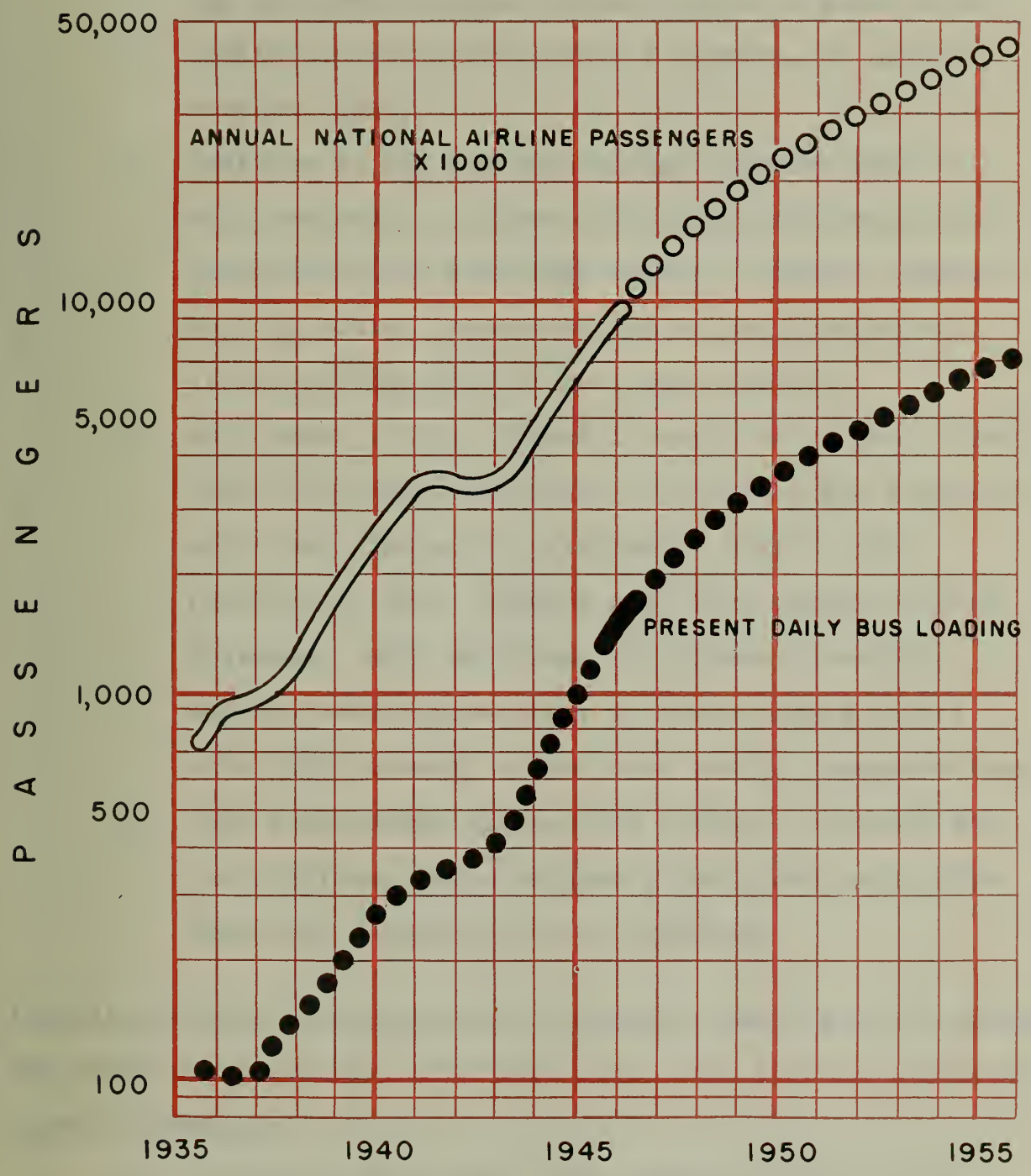
The nature of the transportation required to serve the Airport in the future is indicated by the following summary listing of prospective demands.

1. Twenty-five airline buses of 30 passenger capacity will be needed per hour during daily peak hours in 1956, if the peak hours carry 10% of the daily airline bus volume shown in the lower curve on Plate I (derived from San Francisco Airport estimates of future passenger volume).
2. One hundred airline buses of 30 passenger capacity will be the maximum needed per hour during daily peak hours for the ultimate capacity of the San Francisco Airport, if the average plane load is 50, and if 75% of the passengers use buses.

AIRLINE BUS LOADING

BASED ON SAN FRANCISCO AIRPORT PASSENGER ESTIMATES

COMPARED WITH NATIONAL AIRLINE PASSENGER TOTALS



NOTE: WITH GOOD AIRLINE TERMINAL FACILITIES IT IS ASSUMED THAT THE PRESENT 70% OF AIRLINE PASSENGERS USING BUSSES WILL REMAIN CONSTANT OR INCREASE.

PREPARED BY SAN FRANCISCO CITY PLANNING COMMISSION

MICHEL D. WEILL PRES.
JAMES J. WALSH
GARDNER A. DAILEY
MRS. CHARLES B. PORTER
J. JOSEPH SULLIVAN

PLATE I

L. DEMING TILTON
DIRECTOR OF PLANNING

J. ROGER DEAS
SECRETARY

WILLIAMS-JUNE 1946

3. Passengers using taxicabs and private automobiles will also increase in number, and will vary as the bus or common carrier service fails to provide adequate capacity, frequency of service, or satisfactory speed.
4. Visitors to the new and enlarged Airport will be more numerous. Airport officials anticipate larger annual revenues from this source. General improvement of public transportation to the Airport will stimulate this type of business activity.
5. Employment at the Airport is expected to grow. The number employed may exceed 10,000 when the improvements now planned are finished. Only a small fraction of these workers will live within walking distance. Many will come by private automobile, but the larger percentage of those living in the City will probably depend upon public transportation.
6. Some interchange between the Airport, railroad and bus stations, other airports, the piers, and other transport terminals can be expected.

Adequate methods of meeting these transport needs will be required. The anticipated demands summarized above call for the following types of service:

1. A special bus service for airline patrons landing at and departing from a well-designed central terminal located in proper relationship to the Bayshore Freeway;
2. Public carriers, such as SP trains, Greyhound buses,

and Municipal Railway cars or buses, operating on frequent schedules;

3. Taxicabs and private automobiles;
4. Helicopter service, whenever practicable, for both airline passengers and visitors, the locations of the terminals being determined with reference to the various factors governing the uses of such aircraft.

For the support of these operations, in the future, better terminal facilities in the City will be required. Inasmuch as the larger proportion of the airline passenger traffic originates in or near the Central Business District, a terminal location reasonably close to this area is indicated. Since bus service to the Airport will ultimately be over the new Freeway, a location providing quick and easy access to the Freeway will be desirable. The most advantageous plan would permit airport buses to arrive and depart from the terminal without entering or crossing traffic streams on surface streets. Bus operations, to conserve the advantages of time-saving in the air, must be given every possible means of avoiding traffic delays. Failure or inability to provide fast ground movement between the Airport and a centrally located terminal will result in dispersed and competitive types of ground transportation, not ultimately as satisfactory as buses leaving from a single Central Airline Bus Terminal.

The site selected for the terminal should be ample in size (at least 30,000 square feet) so that a properly designed building may be provided, with ample space for off-street loading and parking.

Provisions must also be made for expansion to accommodate the anticipated increase in air travel.

It is obvious that no site will be equally convenient for all users, but the location chosen should meet all primary tests of convenience.

The special needs of the proposed Central Airline Bus Terminal discussed above indicate that the most important requirements for the Terminal site are:

1. Direct means of access to a high-speed thoroughfare leading to the Airport from the Central Business District;
2. Ample size for the Terminal building and for off-street bus loading, unloading, and for the parking of private automobiles;
3. Reasonable cost for land and the demolition or remodeling of existing structures, if necessary;
4. Ease of access for taxis and private automobiles;
5. Proper relationship to all major transit lines especially those serving the Central Business District.

Variations must also be made for connection to transmission lines, terminal equipment, or air ducts.

It is obvious that no one unit is usable universally for all rooms, but the location process should give it primary value in particular rooms.

The quality model of the problem control (1)(2) is the terminal air-based room facilities and the main transport equipment for the terminal area (3)(4).

1. Types range of access to a transport terminal terminal area by the passenger from the general terminal area.
2. Air-to-air exchange, transport facilities and the relationship are locating, scheduling, and the analysis of passenger movements.
3. Accessibility and by land and the connection to transportation and of ability (transport) of passenger.
4. Part of terminal the land and passenger movement.
5. Proper relationship in a terminal between flight scheduling times, parking facilities and terminal.

III MASTER PLAN REQUIREMENTS AFFECTING LOCATION OF TERMINAL

The Master Plan of San Francisco recommends the development of a Central Airline Bus Terminal. No specific location for such a project is indicated, however. As contemplated in the Master Plan, the terminal will be an important element in the pattern of the City wherever it is built, and will influence and be affected by many other developments. Possible locations for the proposed Terminal must be considered, therefore, in relation to other civic developments.

Land Use and Development. The Land Use section of the Master Plan contemplates an expansion of the Central Business District. Growth is considered most feasible in the South of Market area. At present, property in the area is not used efficiently. Substandard tenements are mixed indescriminately among commercial and industrial buildings. They interfere with the orderly and economical development of property for essential business purposes. If the new bridge and freeway terminals, which are being discussed at present, are built in this section of the City, they may become the first of a series of reconstruction projects that could result in the complete redevelopment of the entire South of Market district.

Circulation. The Master Plan presents the following proposals concerning freeways and major streets:

1. Provision of a Marginal Freeway along the Embarcadero, connecting with the Bayshore Freeway below the County Line.

2. Completion of the Bayshore Freeway between the Airport and Seventh and Bryant Streets in San Francisco, with a freeway connection to the Bay Bridge on a route parallel to and just north of Bryant Street from Seventh to 2nd Streets.

3. Provision of freeway access ramps along Bryant and Harrison Streets to and from the following major streets: Seventh, Sixth, Fourth, Hawthorne (New Montgomery), and Second Streets.

4. Construction of a freeway connection from the Bayshore Freeway at Division Street with Van Ness Ave. north of Market Street.

5. Improvement of Market Street crossings of the following major streets: Seventh, Sixth, Fifth, Fourth, and Second Streets.

6. Reversal of direction of one-way traffic on New Montgomery Street from southbound to northbound, and establishment of Second Street as a one-way street for southbound traffic.

If it is assumed that the Marginal Freeway will be built in accordance with the above proposals, the Terminal could be located just east of the Central Business District, near the Embarcadero. Access to freeway routes leading to the Airport would be more direct from this area than from any other area in or near the Central Business District.

However, it is not certain that the Marginal Freeway will be built within the next ten years. The present freeway building program of the Department of Public Works calls for the construction of the Bayshore Freeway only. Since it is essential that the Terminal be situated advantageously with respect to the best available route to the Airport, its location at present must be near the terminus of the Bayshore Freeway.

Present plans for the Bayshore Freeway call for the use of surface streets for the distribution of vehicular traffic in the area south of Market Street. Traffic will enter and leave the Freeway on ramps connecting with Harrison and Bryant Streets near Seventh. This plan offers little advantage to a bus service expecting to operate on high-speed schedules between the Central Business District and the

[illegible]

Airport. Time zone studies, which illustrate this point, are shown on Plate 2.

The Bayshore Freeway terminus, like the terminus of the Bay Bridge, represents "unfinished business". The City will be required to spend millions of dollars for corrective measures unless the State can be persuaded to do a complete job.

Comparison of Master Plan Proposals and Terminal Needs. It is obvious from the preceding discussion that the future plans of both the City and State have a direct and important bearing upon bus service to the Airport. It is also clear that consideration of the special needs of the proposed Terminal indicates the necessity of re-examining existing plans for the terminus of the Bayshore Freeway. Preliminary conclusions resulting from the comparison of the Terminal and Master Plan requirements are listed below:

1. The Terminal should be developed on a temporary site and should be designed to meet airline needs for the next five and perhaps ten years.

2. The temporary, or interim, site should be located so as to have good access to the terminus of the Bayshore Freeway as presently planned.

3. Every effort should be made to develop a freeway connection between the Bayshore Freeway and the Central Business District so that the Terminal eventually may be located as close as possible to the Central Business District and still have direct access to a freeway route leading to the Airport.

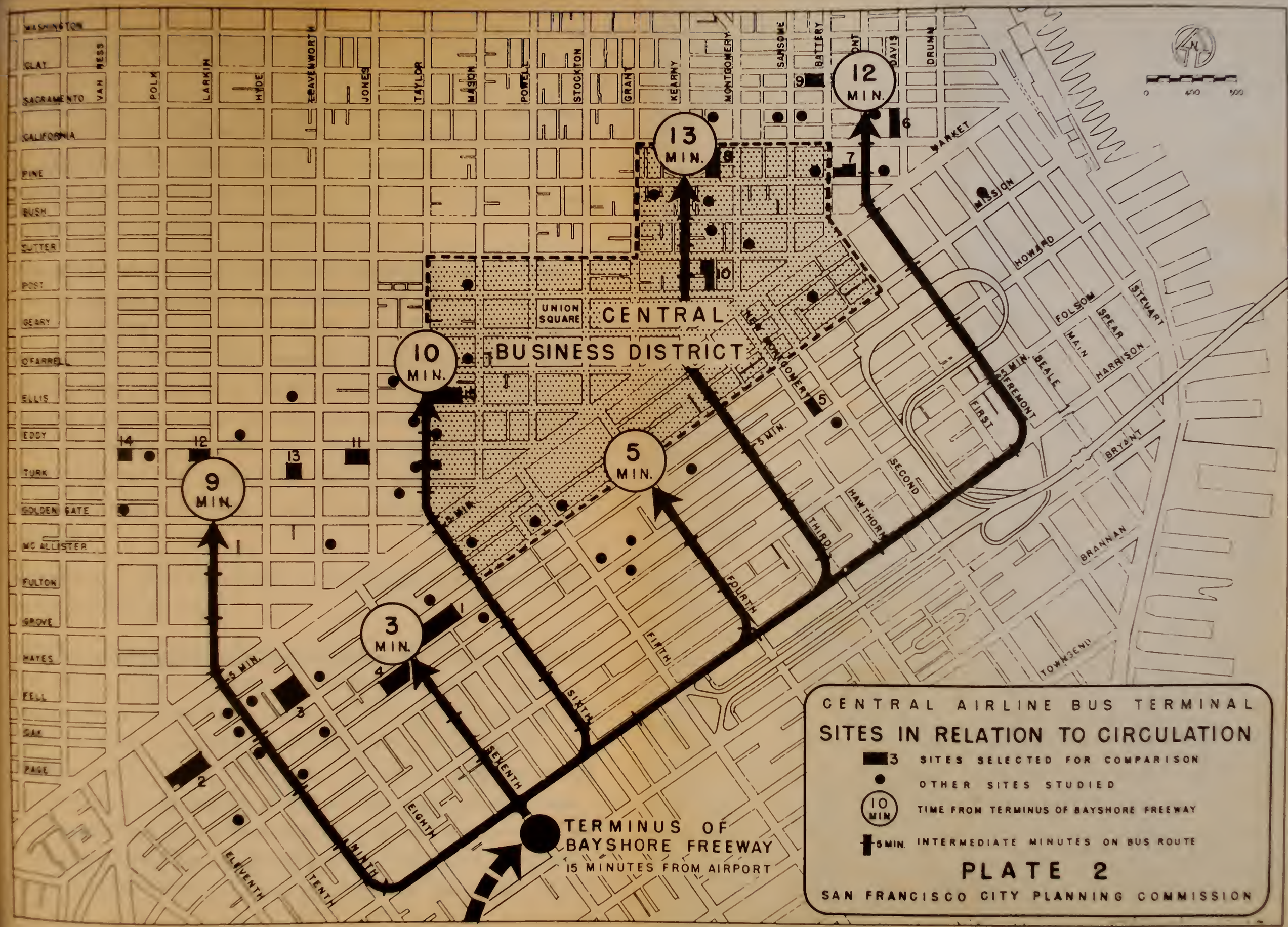
4. The above mentioned freeway connection between the Bayshore

[illegible]. The non-[illegible], other libraries have [illegible], are [illegible] to [illegible].

The problem [illegible] "[illegible] [illegible] [illegible] [illegible] [illegible]". [illegible] [illegible] [illegible] to [illegible] [illegible] [illegible]

Freeway and the Central Business District should be designed as an integral unit of a comprehensive plan providing more satisfactory distribution and parking facilities for traffic entering the Central Business District from both the Bayshore Freeway and the Bay Bridge. Official action was taken by the Board of Supervisors in June, 1946, requesting the city departments concerned to prepare a plan for a central freeway loop to connect the Bayshore Freeway and the Bay Bridge with the Central Business District south of Market Street, where additional parking facilities could be provided. Studies are being made at the present time, although it probably will be many months before general agreement on a single plan is reached. Nevertheless, the fact that the need for such a freeway connection has been officially recognized means that any recommendation for the location of the proposed Central Airline Bus Terminal should take into account the possibility of the construction of a freeway extension which would provide direct access between the Central Business District and the Airport.

5. A permanent Terminal should be developed only after a final plan for the future development of traffic distribution facilities for the Central Business District has been agreed upon.


CENTRAL AIRLINE BUS TERMINAL
SITES IN RELATION TO CIRCULATION
3 SITES SELECTED FOR COMPARISON
OTHER SITES STUDIED
10 MIN. TIME FROM TERMINUS OF BAYSHORE FREEWAY
5 MIN. INTERMEDIATE MINUTES ON BUS ROUTE
PLATE 2
SAN FRANCISCO CITY PLANNING COMMISSION
CENTRAL BUSINESS DISTRICT
UNION SQUARE
TERMINUS OF BAYSHORE FREEWAY
15 MINUTES FROM AIRPORT
13 MIN.
12 MIN.
10 MIN.
9 MIN.
5 MIN.
3 MIN.
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
SUTTER
POST
GEARY
O'FARRELL
ELLIS
EDDY
TURK
GOLDEN GATE
MC ALLISTER
FULTON
GROVE
HAYES
FELL
OAK
PAGE
VAN NESS
POLK
LARKIN
HYDE
LEAVENWORTH
JONES
TAYLOR
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
SANSOME
BATTERY
DAVIS
DRUMM
MARKET
MISSION
HOWARD
FOLSOM
SPEAR
STEUART
MAIN
HARRISON
BEALE
FREMONT
FIRST
SECOND
THIRD
HAWTHORNE
FOURTH
FIFTH
SIXTH
SEVENTH
EIGHTH
NINTH
TENTH
ELEVENTH
BRYANT
BRANNAN
TOWNSEND
NEW MONTGOMERY

IV SURVEY OF POSSIBLE TERMINAL LOCATIONS

The requirements of the Master Plan make it evident that the best temporary location for the proposed Central Airline Bus Terminal is south of Market Street. However, for purposes of comparison, factors such as the size, cost, and availability of sites in a much larger area were studied in detail.

Four general districts were chosen for study: the heart of the Central Business District, west of the Central Business District, east of the Central Business District, and south of Market Street. Within these districts, sites considered suitable for the proposed Terminal were spotted in the field and then compared, to determine both the relative value of the site and the suitability of the district for airline bus terminal use. In addition, sites with special characteristics, such as the Ferry Building and the East Bay Terminal, were also considered. These sites are discussed in the Appendix.

Following is a brief description and evaluation of the four general districts mentioned above.

The Heart of the Central Business District. The blocks comprising this general district, which are immediately adjacent to Union Square, were not considered suitable for the Terminal location because of traffic congestion and the extremely high cost of land. Airline passenger trends indicate that the present large proportion of travelers who are engaged in business and financial activities is decreasing and that a more general family use of air transportation is developing, making location of the terminal in the center of the business district a factor of decreasing importance. It is,

however, desirable that the Airlines continue to maintain ticket and promotional offices within the shopping district.

West of the Central Business District. This area, between Mason Street and Van Ness Avenue, north of Market, is convenient to the central district, to the Civic Center, and to Van Ness Avenue. Public transit is ample, but other terminal facilities are not convenient. The present difficulty of access by buses is one of the principal drawbacks to location of the proposed Terminal in this area. Buses traveling from the Airport to a site in the area adjacent to the business district would be forced to cross Market Street either at the extremely congested Sixth Street intersection or at Hyde Street, and to make a loop east into the area involving extra mileage. The route from sites near the Civic Center to the principal hotels is circuitous. Sites in this area are generally small or surrounded by buildings of substantial character, and the streets necessary for acces are relatively narrow and congested.

Under present conditions this district appears to be least favored for the location of a Central Airline Bus Terminal. The character of the district, the size and cost of sites, and the difficulty of access for buses all operate against its use.

East of the Central Business District. This portion of the downtown area includes the financial district, centering about the intersection of Montgomery and California Streets. The western part merges with the downtown shopping area, while the eastern section is close to the Ferry Building and the East Bay Terminal and includes the Marin County Greyhound Bus Depot. Public transit facilities and access routes for automobiles and taxis from hotels and other parts of the city are good. However, unless the Marginal

however, difficulties have the airlines continue to maintain client and governmental relations without the involving litigation.

Back at the company on [illegible] basis, this issue involves seven cases are the very common, early or private, in accordance to the western district, in the state western, and to you know known. Public lawsuit in court, the cases separate individual are not some written. The annual difficulty or lawsuit under if one of the individual testimony in addition to the problems involved in this case. Legal liability from the airport is a lack to the [illegible] authority as the material involved [illegible] to [illegible] these cases if the economic conditions which [illegible] as of this [illegible], and to [illegible] and [illegible] the [illegible] involving [illegible] relations. The [illegible] [illegible] the [illegible] owner to [illegible] [illegible] [illegible], which is [illegible] [illegible] [illegible] [illegible] or [illegible] [illegible] [illegible] [illegible]

Freeway is completed, or movement of traffic parallel to Market Street is radically improved, access by buses from the Airport would be time-consuming.

This district has some desirable characteristics for the location of the Central Airline Bus Terminal. It has the advantages of convenience to the financial district and to the East Bay Terminal, and of relatively good access to the downtown hotels. Airport buses, however, would have to make a long run up to the entrance of the Bayshore Freeway. Land costs are relatively high and available sites are generally inadequate in size.

South of Market Street. This district, two full blocks in width, is adjacent to Market Street and extends from the East Bay Terminal to Eleventh Street. It contains, at present, the Santa Fe Bus Depot and two Greyhound Bus Depots. The central part of it includes the southern portion of the Central Business District. Public transit is available on Market Street, Mission Street, Howard Street, and at frequent cross streets. Airline buses could enter the western part of this district from the terminus of the Bayshore Freeway at Seventh and Bryant Streets and reach a terminal located between Third and Eleventh Streets within a few minutes. Some of the sites studied are large enough to provide for expansion and ample off-street parking, and others are near suitable property which could be acquired for this purpose. The proposed extension of the Bayshore Freeway, discussed in Section III of this report, would make sites in the central portion of this district highly desirable. If the Central Airline Bus Terminal is located in this district, it will be relatively convenient to the Southern Pacific Station, the East Bay Terminal, and to the various Bus Depots.

Considering the ease of access to the western part of this area from the terminus of the Bayshore Freeway, and the present availability of large parcels of land which are unoccupied or are covered with development which has been blighted, this part of the district is best suited for the location of the temporary Central Airline Bus Terminal. The prospects of future Freeway construction and of redevelopment in this area, combined with the relative ease of acquiring land for expansion and parking, indicate that the central part of this district may also be most suitable for the location of a future permanent Terminal.

Survey and Analysis. Within the last three of the above districts 63 sites were selected for study as possible locations for the proposed Terminal. In general, these sites were chosen because they were either vacant or were occupied by old and dilapidated buildings or by buildings less than three stories high. After the study sites had been selected, information on the following factors for each site was obtained:

1. Type of improvements
2. Assessed valuation of land and buildings
3. Available land area
4. Relation to access routes (major streets and proposed freeways)
5. Relation to transit facilities
6. Relation to parking facilities

This information was then analyzed and comparative tables were prepared to determine the most desirable locations. The results of this analysis provided the basis upon which preliminary conclusions were developed. The data and tables referred to are available for study in the office of the city planning department.

Final Comparison of Typical Sites. The next step in the analysis was the selection of five typical sites in each of the three districts (east, west, and south of the Central Business District) for further study and presentation. The factors considered and the results of this final comparison are shown on Plate 3. The 15 sites were rated on the basis of their suitability with respect to the six factors already mentioned plus the seven additional factors listed on the Plate. The table shows clearly that the western part of the district south of Market Street offers the most advantages for the temporary location of the proposed Terminal.

The 15 sites listed on Plate 3 are indexed by number on the maps presented on Plates 2 and 4 so that their approximate sizes and positions may be studied. It will be observed that sites 1, 2, 3, and 4, which received the highest ratings, are all within the final recommended area.

It was not considered the function of the site survey to specify the exact site upon which the Terminal should be built. A general area has been recommended as a result of the study of 63 possible sites. There should be other possible sites in the recommended area having advantages similar to those of the first four typical sites shown on Plate 3.

It should be noted also that the recommended area shown on Plate 4 is approximate and is not intended to exclude sites just outside the borderline as drawn.

CENTRAL AIRLINE BUS TERMINAL

COMPARISON OF TYPICAL SITES

● GOOD
O FAIR
X POOR

		CLOSE TO FREEWAY	AMPLE SIZE	PARKING	TERMINALS CONVENIENT	STREET CONGESTION	STREET ACCESS	COST OF SITE	EXPANSION POSSIBLE	PUBLIC TRANSIT	HOTELS CONVENIENT	SITE AVAILABLE	DOWNTOWN CONVENIENT	TEMPORARY BLDG.
SOUTH OF C.B.D. 1	MISSION BET. 6TH-7TH	●	●	●	●	●	●	●	●	●	O	O	O	●
2	MISSION BET. 10TH-11TH	●	●	●	●	●	●	●	●	●	O	●	X	X
3	CORNER 8TH-MISSION	●	●	●	●	●	●	●	●	●	O	O	O	X
4	7TH BET. MINNA-NATOMA	●	●	●	●	●	●	●	O	O	O	X	O	X
5	COR. HOWARD-NEW MONT.	O	X	X	●	●	●	X	X	●	O	O	O	X
EAST OF C.B.D. 6	DAVIS BET. CAL.-SACR.	X	●	O	O	O	●	O	●	●	O	O	O	X
7	COR. BATTERY-PINE	O	O	O	O	O	O	X	O	●	O	O	O	O
8	CALIF.-PINE NR. MONT.	X	●	X	X	X	●	X	X	O	O	O	●	●
9	BATTERY BET. CLAY-MERC.	X	X	O	X	X	●	O	O	O	O	O	O	O
10	LICK BET. POST-SUTTER	O	O	X	X	X	●	X	X	●	●	O	●	●
WEST OF C.B.D. 11	CORNER JONES-EDDY	O	X	O	X	X	O	O	X	O	O	O	O	●
12	CORNER LARKIN-EDDY	O	●	O	X	X	O	●	O	O	O	O	X	X
13	TURK BET. LEVIN.-HYDE	O	O	O	X	X	X	●	X	O	O	O	O	X
14	COR. VAN NESS-EDDY	X	X	O	X	●	O	●	O	●	O	O	X	X
15	CORNER TAYLOR-EDDY	O	●	O	X	X	O	O	X	O	●	●	●	X
		1	2	3	4	5	6	7	8	9	10	11	12	13

NOTE THE ABOVE TYPICAL SITES WERE CHOSEN FROM A LARGE NUMBER SPOTTED IN THE FIELD SOLELY FOR THE PURPOSE OF COMPARING GENERAL AREAS FOR SUITABILITY. SITES WITH SPECIAL QUALIFICATIONS ARE TREATED ELSEWHERE.

FACTORS IN SITE RATING

1
- ● UNDER 5 MIN. FROM 7TH-BRYANT
- O UNDER 11 MIN. FROM 7TH-BRYANT
- X OVER 11 MIN. FROM 7TH-BRYANT

2
- ● OVER 30,000 SQ. FT.
- O 15,000 TO 30,000 SQ. FT.
- X UNDER 15,000 SQ. FT.

3
- ● SPACE AVAILABLE FOR ADDITIONAL PARKING
- O SPACE FOR ADDITIONAL PARKING LIMITED
- X SPACE FOR ADDITIONAL PARKING SATURATED

4
- ● ON MAJOR STREET CONNECTING 3 TERM.
- O WITHIN 3 BLOCKS OF 1 TERMINAL
- X OVER 3 BLOCKS FROM ANY TERMINAL

5
- ● USE STREETS 70' TO 90'
- O USE STREETS 50' TO 70' ONE WAY
- X USE STREETS 50' TO 70' HEAVY TRAFFIC

6
- ● 3 FRONTAGES OR BETWEEN 2 STREETS
- O 2 FRONTAGES-CORNER
- X 1 STREET FRONTAGE

7
- ● ASSESSED VALUATION $1 TO $2.50 SQ. FT.
- O ASSESSED VALUATION $2.50 TO $5 SQ. FT.
- X ASSESSED VALUATION OVER $5 SQ. FT.

8
- ● ADJACENT TO LOW BLIGHTED BLDGS.
- O ADJACENT TO MEDIUM COST BLDGS.
- X ADJACENT TO COSTLY BLDGS.

9
- ● MAJOR PUBLIC TRANSIT 1 BLOCK
- O MINOR PUBLIC TRANSIT 1 BLOCK
- X TRANSIT OVER 1 BLOCK

10
- ● WITHIN 4 BLOCKS UNION SQUARE
- O WITHIN 10 BLOCKS UNION SQUARE
- X OVER 10 BLOCKS UNION SQUARE

11
- ● SITE OFFERED FOR SALE
- O SITE PROBABLY AVAILABLE
- X SITE AVAILABILITY DOUBTFUL

12
- ● WITHIN BUSINESS DISTRICT
- O BUSINESS DISTRICT 2 BLOCKS
- X BUSINESS DISTRICT OVER 3 BLOCKS

13
- ● BUILDING ON SITE FOR TEMP TERMINAL
- O POOR BUILDING FOR TEMPORARY USE
- X NO BUILDING ON SITE

PREPARED BY SAN FRANCISCO CITY PLANNING COMMISSION

MICHEL D. WEILL PRES
JAMES J. WALSH
GARDNER A. DAILEY
MRS CHARLES B. PORTER
J. JOSEPH SULLIVAN

L. DEMING TILTON
DIRECTOR OF PLANNING
J. ROGER DEAS
SECRETARY

PLATE 3

WILLIAMS - MAY 1946

V CONCLUSIONS AND RECOMMENDATIONS

Conclusions:

1. The present system of handling airline bus passengers at the curb in front of each airline ticket office is unsatisfactory, from the standpoint of the carriers, the traveling public and the community.

2. A large increase in airline traffic is in prospect. This emphasizes the need for a more efficient method of handling airline passengers, their baggage, and their automobiles in the downtown area.

3. The construction of an enlarged and more efficient Airport is assured. The State has planned and will build a new Bayshore Freeway between the City and the Airport. Add a Central Airline Bus Terminal to these important new projects and San Francisco will have an unparalleled combination of facilities for air travel.

4. It would be unwise to build a permanent airline bus terminal until more complete or final plans are made for the intown distribution of traffic from the Bayshore Freeway, and decisions are made on various related streets, bridge, and transit projects now under consideration.

5. This study again directs attention to the inadequacies of present plans for the terminus of the Bayshore Freeway as planned at Seventh and Bryant Streets, south of Market Street. The City Planning Commission believes that downtown traffic and parking conditions will become more serious in this area if these plans are carried out. The location and arrangement of the Freeway

7. [illegible]

[illegible]:

1. [illegible] made in [illegible] from the [illegible] of the [illegible] the [illegible] [illegible]:

2. A [illegible] [illegible] [illegible]

terminus has a vital bearing upon the operation of the proposed Central Airline Bus Terminal.

6. Since it unlikely that an acceptable plan for connecting the Freeway (as presently planned) with the Central Business District can be developed in the immediate future, a Terminal should be built on a temporary site, selected primarily to meet airline demands for the next five or ten years.

7. The results of the survey show that sites exist south of Market Street that are generally larger and less expensive than those in other areas adjacent to the Central Business District. In addition, these sites are surrounded by a type of development which will permit more economical acquisition of land for future expansion and parking. The Terminal, if properly designed and located, will have a beneficial effect upon the district in which it is established.

8. The conditions established for selecting a location for the Central Airline Bus Terminal are listed below. The Terminal site should be:

a. Close to a freeway or to an elevated way leading directly to the San Francisco Airport.

b. Ample in size and reasonable in cost to provide for the expansion necessary to meet the anticipated increase in air travel.

c. Large enough for automobile parking close to areas which can be developed for additional parking space.

d. Convenient to other terminals, transit lines, and the Central Business District.

e. Accessible to autos and taxis from relatively uncongested streets.

[illegible] by a [illegible] [illegible] [illegible] [illegible] of the proposed [illegible] [illegible] [illegible].

d. There is [illegible] [illegible] [illegible] data [illegible] [illegible] [illegible] the [illegible] [illegible] [illegible] [illegible]

Recommendations:

The survey and conclusions lead the City Planning Commission to make the following recommendations:

1. A temporary Central Airline Bus Terminal, to serve for approximately ten years, should be developed at this time.

2. A site large enough for present and anticipated operational needs for this period should be selected.

3. Such a site, meeting practically all basic requirements for a temporary Terminal, can be found in the area adjacent to the southern Boundary of the Central Business District, not more than two and one-half blocks from Market Street and not more than three and one-half blocks east or four blocks west of Seventh Street (see Plate 4). It is believed that this general area will also have the maximum advantages for the location of a permanent Terminal.

4. Support should be given all efforts to develop an extension of the Bayshore Freeway to the Central Business District. This traffic distribution facility should be an integral part of the Freeway system designed to provide better distribution of traffic from both the Bayshore Freeway and the Bay Bridge into and around the Central Business District.

5. A permanent Terminal should be planned and built as soon as a solution of the Bridge and Freeway distribution problem has been worked out.

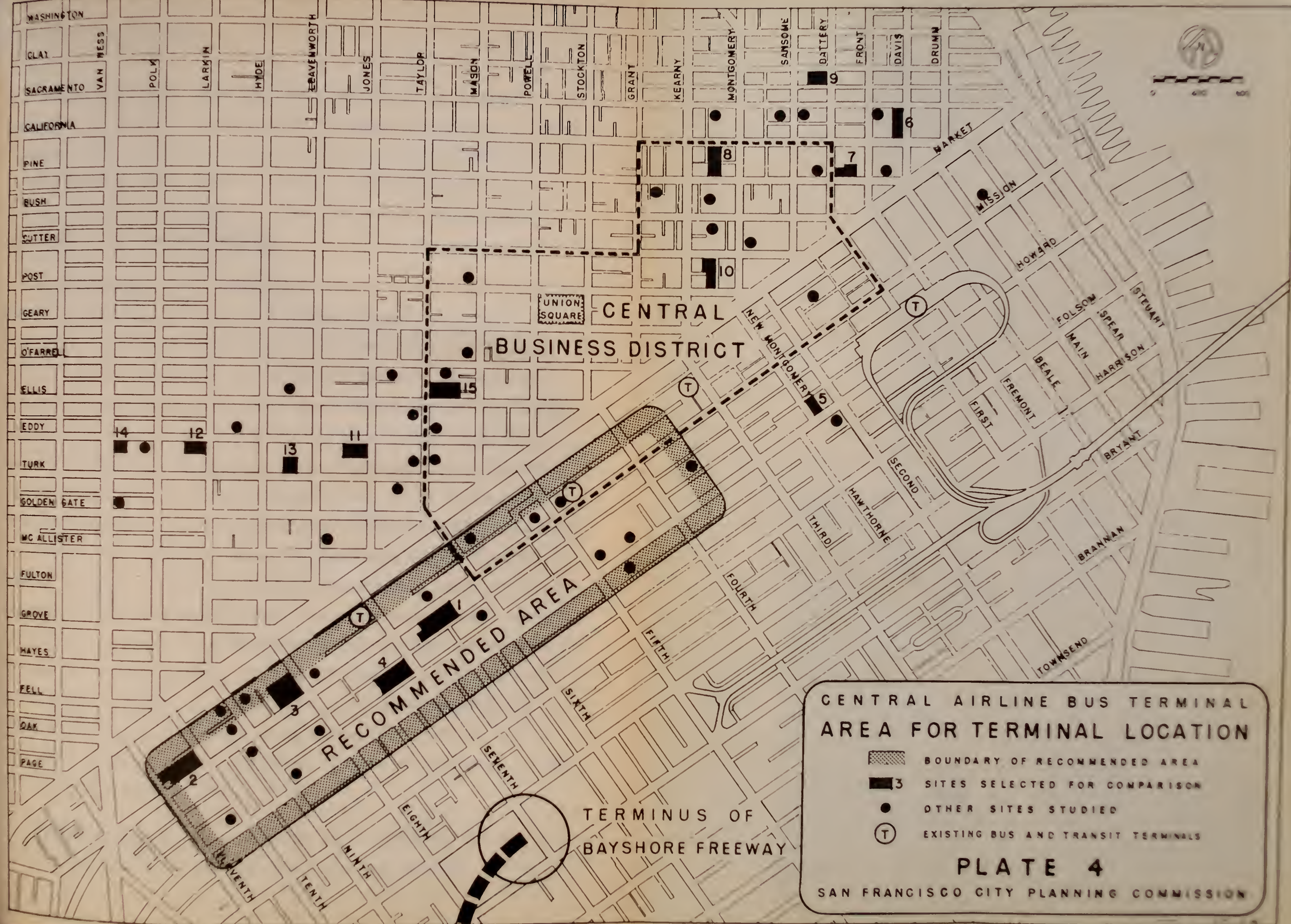
Recommendations:

The survey and consultant have the city Planning Commission to make the following recommendations:

1. A thorough control-detection and inventory, to serve the immediately the county, should be instituted at this time.

2. A data bank should be created for storage and a complete supervisory media for the county should be provided.

3. Since a city, having the [illegible] of [illegible] commerce for [illegible], and a focus in the [illegible] economy of the region, and since the [illegible] [illegible] [illegible] and [illegible] [illegible] [illegible]


CENTRAL AIRLINE BUS TERMINAL
AREA FOR TERMINAL LOCATION
BOUNDARY OF RECOMMENDED AREA
3 SITES SELECTED FOR COMPARISON
OTHER SITES STUDIED
EXISTING BUS AND TRANSIT TERMINALS
PLATE 4
SAN FRANCISCO CITY PLANNING COMMISSION
CENTRAL BUSINESS DISTRICT
RECOMMENDED AREA
TERMINUS OF BAYSHORE FREEWAY
UNION SQUARE
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
CUTTER
POST
GEARY
O'FARRELL
ELLIS
EDDY
TURK
GOLDEN GATE
MC ALLISTER
FULTON
GROVE
HAYES
FELL
OAK
PAGE
VAN NESS
POLK
LARKIN
HYDE
LEAVENWORTH
JONES
TAYLOR
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
SANSOME
BATTERY
FRONT
DAVIS
DRUMM
MARKET
MISSION
HOWARD
FOLSOM
SPEAR
STEUART
MAIN
HARRISON
BEALE
FREMONT
FIRST
BRYANT
SECOND
HAWTHORNE
THIRD
BRANNAN
FOURTH
FIFTH
TOWNSEND
SIXTH
SEVENTH
EIGHTH
NINTH
TENTH
NEW MONTGOMERY
1
2
3
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APPENDIX - SPECIAL SITES

The following special sites have been considered as possible locations for the Central Airline Bus Terminal. They have not been included in the foregoing analysis of sites because their use depends upon the development of related projects, such as the Marginal Freeway, World Trade Center, and Market Street Subway which are not at present assured.

1. Ferry Building: This building covers an area of approximately 91,000 square feet and is used at present mainly by ferry-boat passengers traveling to and from the Southern Pacific Mole in Oakland. It is understood that the State Harbor Commission has offered the Ferry Building for use as a Central Airline Bus Terminal, and has offered also to undertake the necessary remodeling. In the 1943 Shoreline Development Report issued by the City Planning Commission, the need for rehabilitation of the Ferry Building area was stressed. It was proposed that the Ferry Building be used either as a "Water Gate" to the city, Bus Terminal, or Tourist Center. The proposed Central Airline Bus Terminal would not be inconsistent with these suggestions. The usefulness of this site, however, depends upon the completion of the Marginal Freeway, as proposed in the Master Plan. Without the Marginal Freeway, buses to the Airport would be required either to use congested Third Street to get out of the city, or to contend with traffic in the area south of Market Street, in order to reach the Bayshore Freeway at Seventh and Bryant Streets.

2. East Bay Terminal: This large building at First, Fremont, and Mission Streets is used for East Bay train and bus service and is

served by the majority of San Francisco street car lines. It is probable that the East Bay Terminal will be remodeled in the near future to accommodate the large number of transbay buses which use the Terminal at the present time. For various reasons the design of this building has not proved satisfactory. The present waiting room, due to its location on a lower level, is not used to capacity, even for passengers waiting for buses on the same level. Considerable congestion is experienced about the terminal from bus and street car loading and from bridge traffic. The improvement of the internal and external functioning of this building is a serious problem yet to be solved, and it is doubtful if the additional complication of airline bus service should be added, even for a temporary period.

3. World Trade Center: The location for this large development has been proposed in approximately the same area as the present wholesale produce district between Clay, Pacific, and Battery Streets, and the Embarcadero. The World Trade Center, as the name implies, would be an organized grouping of buildings serving foreign trade agencies, consulates, and financial institutions. It would be a highly desirable location for the proposed Central Airline Bus Terminal if the Marginal Freeway were completed. However, neither the Marginal Freeway nor the World Trade Center are likely to become realities for several years. The development of the latter project depends largely on the relocation of the produce market which has not yet been definitely determined.

4. Second and Sansome Street Terminal: It has been proposed in the Master Plan to extend the Key System transit lines from the East Bay Terminal to Market Street between the intersection of Second and Sansome Streets. The downtown terminus of the proposed Market Street subway might also be located in this area. In addition, it is pro-

caused by the proximity of the Tunnelway street car line. It is probable that the door has frequent will be required in the near future to accommodate the large number of passenger cars which use the Tunnelway in the [illegible]. The weight of the roof of this building has not proved satisfactory. The roof [illegible] owing due to its position on a lower level, is not long enough, with the [illegible] for [illegible] on the lower level. Consider also suggestion is [illegible] that the foundation [illegible] not adequate for loading and [illegible] traffic. The [illegible] of the internal and external [illegible] in this problem is a [illegible] one to be solved, and is a matter of the [illegible] [illegible] building has actually [illegible] [illegible].

3. Local [illegible]. The [illegible] for [illegible] have proposed to [illegible] [illegible] to produce [illegible] [illegible], and the [illegible] and the [illegible]. The [illegible] would be [illegible] [illegible] [illegible], [illegible], [illegible]. [illegible] highly [illegible] [illegible] [illegible] [illegible] [illegible] the [illegible] [illegible] [illegible] [illegible] [illegible]

posed to extend Sansome Street across Market to an intersection with Second Street in order to provide an additional north-south vehicular thoroughfare. A triangular piece of land bounded by Second Street, Market Street, and the extension of Sansome Street would be formed containing an area of approximately 48,000 square feet. This site could be considered for the permanent Central Airline Bus Terminal, since it would be convenient to and easily accessible from the financial and business districts and to San Francisco and East Bay transit lines. Since none of the proposed improvements mentioned above are assured, however, this site cannot be considered suitable at the present time.

A Report on the Location of a

UNION AIRLINE BUS TERMINAL

February 1952

AN FRANCISCO DEPARTMENT OF CITY PLANNING

Report on the Location of a UNION AIRLINE BUS TERMINAL

February 1952

San Francisco Department of City Planning

CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

100 LARKIN STREET · CIVIC CENTER · SAN FRANCISCO 2, CALIFORNIA

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PAUL OPPERMANN
DIRECTOR OF PLANNING

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JAMES H. TURNER
MANAGER OF UTILITIES

February 28, 1952

Mr. Ernest E. Williams, President
City Planning Commission
100 Larkin Street, Civic Center
San Francisco 2, California

Dear Mr. Williams:

Transmitted herewith is a report on the location of a union airline bus terminal. This report is submitted in fulfillment of the motion of the City Planning Commission, made at the regular meeting on September 20, 1951, that a study and report be made on the location of a union airline bus terminal. This action by the Commission was forthcoming in response to a request from the Down Town Association for the help of the Department of City Planning in establishing, as a result of planning analysis, several sites for consideration for an airline bus terminal.

It is my sincere hope that this report will serve to aid the airlines, the bus lines, the Down Town Association and other groups concerned, in obtaining an effective solution to the increasingly urgent problem of providing adequate downtown terminal facilities for airline passengers entering and leaving San Francisco.

Very truly yours,

Paul Oppermann

Paul Oppermann
Director of Planning

C O N T E N T S

Title Page

Letter of Transmittal

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A C K N O W L E D G E M E N T S

The preparation of this report has been possible only with the help and cooperation of many organizations and individuals. The Department of City Planning wishes to thank especially the following:

Mr. Thomas Gray, Manager of the Down Town Association

Mr. Gene Holmes, President & General Manager
The Gray Line Inc.

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The Gray Line Inc.

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Mr. Gordon R. Hanley, Reservations Manager, British Commonwealth Pacific Airlines Limited

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Pan American World Airways System

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United Air Lines

Mr. H. W. Furman, District Passenger Service Manager
United Air Lines

Mr. Clay Bernard, District Sales Manager
Western Air Lines

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Utilities Engineering Bureau, Public Utilities Commission

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San Francisco Airport, Public Utilities Commission

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Institute of Transportation and Traffic Engineering
University of California

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Mr. Francis Joseph McCarthy, President
Northern California Chapter, American Institute of Architects

CONCLUSIONS AND RECOMMENDATIONS

Conclusions Regarding Need For and Type of Facility

1. Present use of the streets and sidewalks around Union Square as loading zones for airline bus passengers and luggage is inconvenient for the general public and unsatisfactory for the air traveler, and is reaching critical proportions.

2. The air and ground carriers have been unable to agree among themselves as to the type of bus terminal facility which should be planned. The trend of opinion is toward a terminal facility that will be a waiting station for buses running on a headway schedule to the airport.

Recommendations Regarding Need for and Type of Facility

1. It is recommended that the Police Commission support and the Board of Supervisors enact a prohibition against the use of downtown streets and sidewalks as terminals for assembling and loading passengers and luggage into buses, to become effective at the end of a time period sufficient to permit the carriers to provide a downtown terminal facility.

2. It is recommended that an airline bus terminal be developed that will serve essentially as a waiting room for an express bus service to the airport operating on a headway schedule.

Conclusions Regarding Location of Facility

1. The airline terminal should be out of the center of congestion but near the hotel and financial districts.

2. The airline bus terminal should be ample in size to provide for off-street loading and unloading of buses, taxis, and automobiles.

3. The airline bus terminal should be readily accessible by axi and automobile from downtown points of origin and destination.

4. The airline bus terminal should be close to the Bayshore eeway on and off ramps to minimize bus travel on surface streets.

5. The airline terminal should be convenient to other terminals d to public transit.

6. The environment of the airline bus terminal should be sufciently attractive and urbane to form a creditable gateway to the ty.

Recommendations Regarding Location of Facility

1. The airline terminal should be located in the downtown rking belt which surrounds the Central Business District. (See ate 2).

2. The terminal facility should have approximately 30,000 uare feet in order to accommodate all passenger and baggage loading off-street.

3. The South-of-Market area previously recommended has been ended to include the western parking belt bordering the Central Business District north of Market Street (See Plate 2), and the Ferry Building area.

4. An area South-of-Market, previously recommended, meets best criterion of ease of access to the freeway system leading to the port.

5. Sites South-of-Market best meet the criterion of ease of cess to other terminals and to city-wide public transit.

6. Attractiveness and distinction should be made an inherent t of the design of the terminal.

Recommended Sites

The following five areas are recommended to the carriers for consideration in locating a specific site:

1. Assessor's Block 325, bounded by Ellis, Taylor, O'Farrell Streets and the rear of Mason Street lots.

2. Assessor's Block 3702, bounded by Seventh, Mission, Eighth, and Stevenson Streets.

3. Assessor's Block 3705, bounded by Fifth, Mission, Fourth Streets and the rear of Market Street lots.

4. Assessor's Block 3707, vicinity of New Montgomery and Mission Streets.

5. Ferry Building

Conclusion Regarding Need for Action

1. Airline passenger volumes off and on at the San Francisco International Airport are increasing annually. Passenger volumes in 1951 increased 40 percent over volumes in 1949, to a total of 1,450,000 passengers. Continued increases will intensify the problems of ground transportation to the airport and will further aggravate conditions of traffic congestion in and near Union Square.

Recommendation for Action

1. It is recommended that the parties directly concerned establish a committee empowered to employ whatever services it may require to determine a specific site for a bus terminal and to prepare preliminary plans and cost estimates.

AUTHORITY FOR THIS REPORT

At its regular meeting on September 20, 1951, the City Planning ommission approved a motion that the Director of Planning be authorzed to make a study and report within four months on the location of union airline bus terminal in conformity with the Master Plan. This ction was taken as a result of a request from the Down Town Associaion of San Francisco, dated September 14, 1951. The Down Town Assocation stated that at a meeting of its City Planning and Improvement ommittee, with representatives of the Gray Line and the leading irlines, regarding the "feasibility and possibility of establishing union airport bus terminal in San Francisco in the relatively near uture," it was the concensus "that such a project would be highly esirable if the details thereof could be worked out to the satisfacion of all concerned". As a first step toward coordinating activities in respect to the terminal the Down Town Association requested he help of the Department of City Planning in providing:

1. Two or three recommendations as to desirable locations for the terminal, using the criteria previously expressed by the Department as well as additional data which can be made available, and
2. A statement on the required facilities that the terminal should provide, with estimated costs thereon.

Discussion of the request by the Commission and the Director of Planning with Mr. Thomas Gray, General Manager of the Down Town Assocition, emphasized that the Department of City Planning could analyze the merits of various blocks, but could not properly pin-point any specific parcels of property. It was also understood that the role of the Department would be advisory only, and that the Down Town

Association was making its request on the assumption that the terminal would be privately developed.

This report, therefore, is in response to the request of the City Planning Commission that the Director of Planning report to the Commission on the location of a site for a union airline bus terminal. The staff study was made by Phoebe H. Brown, Associate City Planner, under the supervision of James R. McCarthy, Senior City Planner in charge of the Land Planning Division.

I. STATEMENT OF THE PROBLEM

In 1937 when an airline opened the first air ticket office on Union Square and offered limousine service to customers requiring transportation to the airport, it was reasonable to use the new office as the starting point of the trip. The activity which this entailed in no way differed from the accepted pattern around the Square, with its several hotels and constant flow of travelers and luggage. The coming and going of a few more people and their suitcases, using standard-size limousines, fitted naturally into the Union Square traffic pattern. As the volume of air travel increased, additional airlines opened ticket offices on the Square, there were more flights per day, and there were more passengers per flight. Each airline continued to require a special limousine for each of its flights. Limousines, still so called, became thirty-five foot, thirty-three passenger buses.

After the war, public sentiment was aroused by the fact that the streets and sidewalks around Union Square had become bus terminals for airline passengers, to the irritation and inconvenience of the general public. The curb and street space was congested by buses loading and unloading, and the sidewalks were blocked by waiting passengers and piles of luggage. On the other hand the traveling public found, and still finds, the informal arrangement somewhat unsatisfactory, particularly in bad weather or at night when the ticket offices are closed and there are no waiting rooms or porter services available.

In December 1945 the City Planning Commission adopted the Transportation Section of the Master Plan, which included a statement that: "It would appear desirable that the companies operating the

arious (air) lines establish a common passenger terminal in San Francisco. For this purpose a site on the south side of Market Street would cause less interference with the main body of traffic." Newspapers then carried letters to the editors and editorial comment protesting the system of bus transportation to the airport. Representatives from leading airlines and the Gray Line, the franchised ground carrier, had a series of meetings to review the situation. As a result of these meetings, the Chamber of Commerce, acting in behalf of the airlines serving San Francisco, requested the City Planning Commission to make a study and report upon sites for a central airline bus terminal in or near the downtown district. This study was made and a report was transmitted to the Mayor in August 1946. It contained an analysis of the location requirements of a central airline bus terminal and its relation to the master plan, and a detailed survey and analysis of possible terminal sites. In conclusion the report recommended that a temporary Central Airline Bus Terminal be developed to serve for approximately ten years, and that a site be selected in the area adjacent to the southern boundary of the Central Business District, not more than two and one-half blocks from Market Street and not more than three and one-half blocks east or four blocks west of Seventh Street, then planned as the terminus of the Bayshore Freeway. The study further recommended that a permanent terminal be planned and built as soon as a final solution of the Bridge and Freeway distribution problem has been worked out, and stated that the area recommended for a temporary terminal would probably also have maximum advantages for a permanent location.

No immediate action on the part of the airlines or the bus line resulted from this report, primarily because no agreement could be

reached as to the type of terminal facility which should be planned. Some airlines wanted a full ticketing and check-in operation at the bus terminal, while others preferred that the bus terminal should be simply a terminal point for a ground carrier service. Therefore the ticket offices on Union Square continued to be used as bus terminals, and the airline representatives continued to meet at irregular intervals, in response to various pressures demanding action or suggestions offering relief.

In June of 1950 there was a second request to the City Planning Commission, transmitted through its chairman, for a report on location of an airline bus terminal. This report was presented in August 1950 as an interim staff report to the City Planning Commission. The report confirmed the validity of the 1946 criteria and findings, but extended the recommended area two and one-half blocks further east because of modifications in the Bayshore Freeway plans.

Problem Intensified

Today the problem is still basically the same, but the pressures have increased with time. The situation has become more exigent in the five years that have elapsed since the first report. As an example of the present traffic congestion generated by the airport buses, at one-thirty on the rainy afternoon of December 27, 1951 seven thirty-five foot "Airporters" were observed around Union Square. One was blocking the entrance into Maiden Lane. One miscalculated the turn west into Post Street from Stockton and was forced to back up and swing again. There was a bus double-parked on Post Street west of Powell, and still another was blocking the pedestrian lane at Geary and Powell Streets, forcing pedestrians to detour around it in crossing the street. Potential passengers, huddled under dripping

arquees or standing in the rain waiting to board a bus, added to the eneral confusion and sense of discomfort.

Time has also worked toward a solution of the problem. Projects esigned to alleviate congestion of traffic to and from the peninsula nd in downtown San Francisco, which were in the planning stage in 946, are now under construction, and tentative completion dates have een set. For instance, if no emergency upsets the current schedule, he San Francisco portion of the Bayshore Freeway will be completed rom Third Street and Bayshore Boulevard to Seventh Street in 1954. ompletion of the link with the Bay Bridge has been set for 1956, but his time may be shortened by two years if special arrangements for inancing, now under discussion, are successfully concluded. The freeway will run midway between Bryant and Harrison Streets with on and off ramps at both Seventh and Fourth Streets, and Bryant and Harrison Streets will be one-way running east and west respectively. Bryant Street is presently being cut through to The Embarcadero from Second Street. The one-way street plan recently approved by the City Planning Commission, and adopted by the Board of Supervisors in 1951, is being put into operation as rapidly as traffic control devices are installed. Thus by mid-1954 many first priority measures to relieve traffic congestion in the downtown area will have been activated.

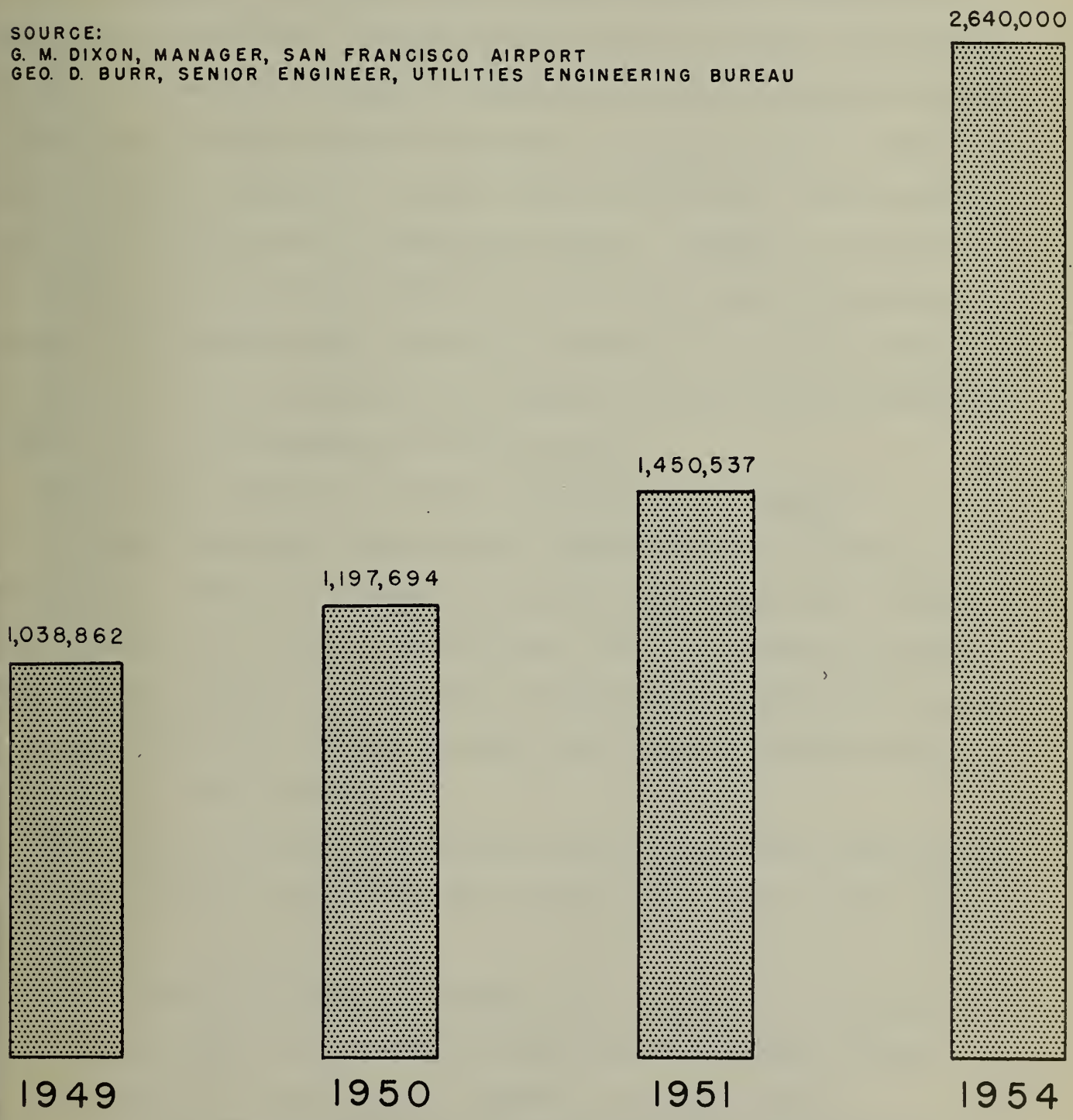
Even more pertinent to the problem is the anticipation that the new terminal building at the airport will be in use by July 1954. The Public Utilities Engineering Bureau has estimated that in 1954 the terminal building will accommodate 2,640,000 revenue passengers off and on, compared with 1,038,863 revenue passengers off and on in 1949, 1,097,694 revenue passengers in 1950, and 1,450,537 revenue passengers in 1951 (See Plate 1). Thus the 1954 anticipated passenger volume is 81 percent greater than the 1951 actual volume. The actual increase

of 1951 passenger volume over 1950 is 21 percent, with a 48 per cent increase in travel during the month of March 1951 as compared with March 1950.

Continued increases of airline passenger volumes will intensify the present problems of ground transportation to the airport and will further aggravate the conditions of traffic congestion in Union Square and the streets leading to it. The new airport terminal building will be ready to handle this volume of passengers, but there will be no facilities at the downtown terminus of airline trips. Clearly it is necessary that indecision give way to a workable solution of the problem of downtown terminal facilities for ground transportation to and from the airport. Needed is a solution that can be put into effect as rapidly as possible, to coincide with the general improvement in downtown and peninsula-bound traffic flows, and with the completion of the airport terminal building and related permanent facilities provided by the $30,000,000 airport improvement program.

ACTUAL OFF AND ON PASSENGER VOLUMES IN 1949, 1950, AND 1951, AND ESTIMATED OFF AND ON PASSENGER VOLUMES IN 1954 AT THE SAN FRANCISCO INTERNATIONAL AIRPORT.

SOURCE:
G. M. DIXON, MANAGER, SAN FRANCISCO AIRPORT
GEO. D. BURR, SENIOR ENGINEER, UTILITIES ENGINEERING BUREAU



FEBRUARY 1952

PLATE 1

II FUNCTIONS AND SERVICES OF A UNION AIRLINE BUS TERMINAL

There are at present available to the public three means of getting from the downtown district to the airport.

1. Greyhound interurban buses serving Peninsula communities leave the Seventh Street terminal about every ten minutes throughout the day, go down the old Bayshore Highway, and stop within 100 yards of the present airport terminal building. They make six to eight stops on signal between the Seventh Street station and the airport. There are no facilities for handling baggage. The fare is thirty-five cents. At two in the afternoon an observed trip took thirty minutes. This service will not be so convenient to the new airport terminal since the building will be further distant from the Bayshore Freeway, which the Greyhound buses will use.

Use of this service by airline passengers is negligible.

2. Gray Line buses (limousines) connect with each flight of each airline. There are porters to handle baggage and space in the buses to load it. A bus for each flight leaves the downtown ticket office of each airline an hour before flight time.* The fare is one dollar and twenty-five cents. Average time for an off-peak run to the airport is forty minutes.

The Public Utilities Engineering Bureau reports that 38 per cent of the total airline passengers use the Gray Line buses to and from the airport.

3. For those desiring the luxury and convenience of door-to-door service, taxis are available. The Yellow Cab Company allows three-quarters of an hour to the airport from Union Square.

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*Buses for late hour United Air Lines flights depart from the St. Francis Hotel. Buses for Pan American World Airways flights depart from the Palace Hotel.

A cab may carry as many as five passengers and their hand luggage at no extra charge. The fare to the airport is approximately six dollars.

The Public Utilities Engineering Bureau reports that 16 percent of the total airline passengers use taxis to and from the airport.

The primary function of a union airline bus terminal is to expedite the movement of airline passengers between the airport and the central part of the city with a minimum of inconvenience to either the air passengers or the general public. At present approximately 40 per cent of the air passengers on and off at San Francisco Airport use the special bus service: if the convenience and comfort of such service is improved, the proportion of users could be expected to increase. Although most airlines apparently wish to divorce the ground carrier operation from the air carrier operation, they are vitally concerned that this necessary portion of their passengers' trips be as convenient and comfortable as the air transportation which they furnish.

A union airline bus terminal would enable the ground carrier to operate express bus service on a headway schedule rather than a per flight basis. The Gray Line reports that although it presently operates buses designed to carry thirty-three passengers to connect with all flights, the average passenger load per bus is nine. In January 1952 the daily number of scheduled outbound flights served by the ground carrier ranged between 90 and 95, with as many as ten flights of seven different airlines, each with its separate ticket-office waiting room, being served in one hour. There were approximately 68 outbound bus trips per day, 75 inbound bus trips, and 15 deadhead trips.

The Grayline estimates that it could revise its present per flight schedule to a headway schedule running every fifteen minutes between 6:00 A.M. and Midnight, and every half-hour between Midnight and 6:00 A.M. using the same number of buses and drivers as are presently employed. The general convenience to the public of such a headway service would probably increase the use of the buses, particularly if the terminal arrangements were attractive and convenient.

There is a difference of opinion among the airlines at the present time as to the character of the union airline bus terminal and the facilities which should be provided. This difference was expressed by the representatives of airlines who were interviewed. One believes that the terminal building should offer sufficient space to accommodate the entire office operation of each airline, as well as complete facilities for ticketing and checking-in passengers and baggage. Another, whose line handles many short-haul passengers, believes that the entire passenger accommodation should take place at the downtown terminal. An airline handling passengers with foreign destinations prefers an intown check-in because of the multiplicity of papers and permits which must be in order before a passenger is allowed to enplane. Any irregularity is difficult or impossible to correct at the last minute from the airport. On the other hand, another overseas airline, even under present conditions, does all its checking-in at the field, and instructs passengers on where and how to obtain the necessary papers ahead of time.

The representatives of two other airlines also believe that the central airline bus terminal should be a ground carrier operation only, with buses running on a regular headway schedule geared to the overall flight schedule. They foresee that the Union Square offices

will eventually become ticket sales and promotion outlets only, similar to the railroad, steamship and other travel offices in and around the Square, and that all manifesting will be done at the field. The fundamental reason for this latter opinion is that the new terminal building at the airport is designed to handle the checking in of all passengers and baggage as well as the sale of tickets. The duplication of services and personnel necessary to handle passengers and baggage at the downtown offices, at the bus terminal, and at the airport would burden each airline unduly.

This diversity of opinion must be reconciled before any location of the terminal is attempted, because it is certain that unless all the major airlines flying out of San Francisco agree to cooperate in this venture, a bus terminal will only compound confusion for the airlines, their customers, and the general public.

Waiting-Station Terminal Facility Recommended

The Department of City Planning was asked to make a statement on the facilities that a union airline bus terminal should provide, and therefore, for the following reasons, an endorsement of the waiting-room only function of a union airline bus terminal is given.

The Public Utilities Engineering Bureau has reported that the 52 percent of outgoing passengers who reach the airport by taxi-cabs and private automobiles are mostly ticketed and have their baggage weighed in at the airport terminal building. Furthering the trend toward airport manifesting is the fact that downtown ticket offices are now closed at night and on holidays, which precludes the possibility of checking in and weighing baggage at these offices.

The new airport terminal building has been designed to provide ticket and baggage checking facilities for a passenger volume of ,000,000 per annum, compared with the 1949 volume of 1,200,000. The

now airport terminal building will provide every facility required for the comfort of the air passenger in transit including information booths, ticket counters for each airline, news stands, storage lockers, telephone and telegraph facilities, shoe shine stand, a coffee shop, a dining room, a bar, and commodious waiting rooms and rest rooms. In addition, an allowance of space has been provided for a privately operated motel near the terminal building.

Duplication of these facilities at a union airline bus terminal would only add to the operating expense of the carriers while not adding appreciably to the convenience of the travelers. With buses running on a headway schedule of 15 minutes, the union airline bus terminal would serve primarily as a central assembly and transfer point for passengers en route to the airport. Facilities required would be limited to a waiting room and rest rooms, baggage handling facilities, storage lockers, a central flight information and travel bureau stand, bus and taxi dispatching offices, and a combined coffee-bar news-stand of limited size. In addition, of course, is the implicit requirement for off-street loading and unloading space for passengers and baggage to and from all buses, taxicabs, and private automobiles. Adequate provision for taxi and automobile loading and unloading, and short-time automobile parking coupled with an accessible location as discussed in Part III of this report, would tend to divert some of the travelers who now reach the airport directly by automobile or taxi to the use of the airline bus service.

To meet the needs of the estimated passenger volumes, the union bus terminal should have ground floor space of at least 30,000 square feet, so that a properly designed building may be provided with ample space for off-street loading and parking of buses, taxis, and automobiles. This space would accommodate an average maximum hourly

passenger volume of 780 persons in and out using 14 buses. Provision should be made for thirty taxi-cabs, requiring 660 lineal feet, and at least 220 feet for automobile loading and unloading. If possible more space should be provided for short-term parking of 20 minutes or less.

III. CRITERIA FOR THE LOCATION OF THE BUS TERMINAL AND RECOMMENDED SITES

Time has not altered the criteria established in 1946 for the location of an airline bus terminal. The location should be:

1. Out of the center of the congested downtown traffic area, but near the hotel and financial district. (Data from surveys conducted by the Gray Line in 1947, and by the Institute of Transportation and Traffic Engineering of the University of California in 1950 support the impression that approximately half of all airline passengers have the central hotel area as their immediate origin or destination.)
2. Ample in size for off-street bus loading and unloading, and for the loading, unloading, and parking of taxis and private cars.
3. Readily accessible by taxi and automobile from downtown points of origin and destination.
4. Easy of access to and from the Bayshore Freeway.
5. Convenient to other terminals, and to public transit from all parts of the city.

One further criterion, only indirectly alluded to in previous discussions, but which is important in establishing a gateway to the city at which the first impressions of visitors are established, is that:

6. The environment of the site and the terminal constructed thereon should be attractive and urbane.

Many interested property owners and their representatives have submitted to the Department of City Planning information indicating sites which may be made available. All of these sites have been considered and evaluated in terms of various aspects of the criteria established. No attempt was made to ascertain from other owners whether particular sites are available, but other sites have been considered in this study. Finally, five sites are recommended for consideration by the carriers as best meeting most of the criteria.

Methods of Ownership and Operation

The request for this report was made on the assumption that the terminal would be privately developed, and the site study has been made on the basis of this assumption. However the question of who should bear the cost and/or in what proportion has been a principal barrier to date to a solution to the airline ground transportation terminal problem. In the course of this study, three methods of sponsorship have been encountered in air terminal ownership and operating experience elsewhere. Because this is the most fundamental problem in the location of a site, a brief review here of the methods of finance and operation is in order.

The first method, and the one assumed to be applied in the current San Francisco problem, is the one whereby the capital improvement and the costs of maintenance and operation are jointly sponsored by the airlines and the bus company. A scheme of this sort was tried several years ago in Chicago, but failed because only two of the major airlines reached final agreement concerning the joint operation. Furthermore, an expected municipal prohibition against the curb load-

ing of airline passengers and luggage was not enacted, thus allowing the continuance of competing curb loading services. Therefore, instead of simplifying transportation to and from the airport, the bus terminal became an added expense both of time and money to air travelers and to the supporting airlines. The experiment was abandoned after a short trial at the loss of several hundred thousand dollars to the participants. The obvious lesson gleaned from this experience is that every carrier must participate in a union bus terminal if it is to be successful.

The second method is one whereby the capital investment is undertaken by an entrepreneur and the facilities are leased to the airlines and the bus line. Costs of the lease are pro-rated among the participants in proportion to use. This scheme was adopted in New York in the development of the Grand Central Airline Bus Terminal at 42nd Street and Park Avenue. The site for the terminal was chosen by a real estate operator in accordance with his view of what constituted adherence to principles of sound investment and development, but apparently without sufficient consideration of the traffic relationships involved in the location. The building soon is to be given up as a terminal and will be used as a consolidated ticket office only. The new East Side Airlines Bus Terminal is being built outside of the heavily congested traffic area and adjacent to a convenient route to the International and La Guardia air ports.

This new terminal in New York is an example of the third method suggested for financing such a project. It is being built by a public agency (The Triborough Bridge and Tunnel Authority), and will be leased to and operated by a group of user airlines. There are arguments in favor of public participation in the development of an effic-

lent method of transporting travelers from the airport to a convenient terminus in San Francisco. Foremost among these is the fact that over $30,000,000 of public money is being spent in building a new airfield fourteen miles south of the city. It does not appear to be in the public interest to push the effort only to this point, without insuring efficient transportation from the field to the city.

On the other hand, to require a publicly financed solution to a problem which is within the realm of a feasible, privately sponsored, privately financed solution might be considered an unreasonable default of private responsibility. There is every indication that the air carriers operating into and out of San Francisco, and the ground carrier connecting the airport with the central part of the city, can develop a solution to the problem.

It does seem certain that one public action, negative in character but positive in its effect, is inevitable, and that is the prohibition of the use of downtown streets and sidewalks as terminals for the assembling and loading of passengers and luggage into buses. This action is necessary, and it is recommended that the Police Commission and the Board of Supervisors take the steps necessary to make such a prohibition, which should become effective at the end of a time period sufficient only to permit the carriers to provide a downtown terminal facility.

Recommended Sites

No cost estimates of specific sites and their development have been made in this study because of the many factors yet subject to policy determinations by the airlines and the ground carrier. It is recommended that the parties directly concerned establish a committee empowered to employ whatever real estate, appraisal, and architectural services it may require to establish a specific site and prepare pre-

liminary plans and cost estimates.

Previous reports have recommended an area south of Market Street as best meeting the criterion of ease of access to the freeway system leading to the airport. This is still a valid recommendation, since the freeway ramps leading to Bryant Street and from Harrison Street are only four to five blocks distant.

The South-of-Market area also meets the criteria that the terminal be outside the center of downtown congestion, and that it be convenient to other terminals and to public transit. The South-of-Market area is the terminal area of San Francisco. Three bus terminals are located there, as well as the East Bay interurban rail and bus terminal and the Southern Pacific interurban and long-distance rail terminal. The only other terminal site in San Francisco is the Ferry Building which accommodates Marin county buses and trans-bay ferries serving the Southern Pacific and Western Pacific transcontinental trains.

Sites South-of-Market fall short, however, in terms of accessibility by taxicab to and from major downtown points of origin and destination compared with sites north of Market Street. Comparisons have been made of routes to each of five sites from the Nob Hill hotel area, the Union Square hotel area and the Market and Montgomery area. This data is cited below in the description of the sites. The importance of taxicab accessibility should not be underestimated: the 1947 survey showed that 50 percent of the airline passengers using buses from Union Square reach them by taxicab, and 35 percent walk. It can be assumed that the majority of those within walking distance of Union Square would use taxis to reach a South-of-Market terminal. Therefore, the areas recommended in this report have been extended to include (1) the western parking belt bordering the central business district north of Market Street -- the north-south tier of blocks extending from a mid-

block point west of Mason Street to a midblock point west of Jones Street*-- and (2) the historical terminal point of San Francisco toward which all downtown streets naturally flow --the Ferry Building area. Both of these areas are easily accessible by taxi.

Although previous reports have stresssed the disadvantages of Union Square as a terminal site --which is ruled out as a location by the criteria that are basic in this report --they have not stressed its most obvious advantage: it is the heart of urban San Francisco and is in effect a trade mark of the city. If possible the new location should also partake of urbanity and attractiveness. At some of the locations recommended below the urban scene is not distinguished: therefore distinction would have to be inherent in the design of the terminal.

The five sites recommended for serious consideration by the carriers are described below. Except for site 5, the specific sites are not to be interpreted as a precise parcel or parcels.

Routes for buses and taxis to each of the sites have been based on the pattern of one-way streets now being put into effect plus Post Street as a westbound street and O'Farrell Street as an east-bound street in the one-way system.

Site 1 --Ellis, Taylor, O'Farrell, rear of Mason Street frontages, Assessor's Block 325

Like all the sites recommended, this one is in the parking belt surrounding the central business district. This site, however, is on the north side of Market Street, placing it in a relatively more convenient relationship to major hotel destinations.

*The downtown district transportation plan, being developed as a part of the transportation section of the master plan, provides for a belt of off-street parking facilities located at the fringe of the high-value retail district. This western parking belt area, and the Ferry Building area, as well as the South-of-Market area are included in the parking terminal belt ringing the downtown district. (See Plate 2)

This block has ample space to accommodate all required bus, taxi, and automobile loading off the street. Presently occupied in part by three parking garages and a parking lot, this block would be ideal for a combined ground-floor bus terminal, and an above-ground parking garage.

A clockwise pattern of one-way streets around this 50-vara block makes this site convenient for automobile and taxi access from any direction. This site is within two-thirds of a mile by taxi to most major hotels. There would be a sixty cent cab fare at present rates.

This site is an average of one mile to and from the nearest freeway ramps. The streets north of Market Street by which it is reached are or will be one-way three-lane thoroughfares, easily traversible by airport buses.

This site, being north of Market Street, is not very convenient to other terminals, nor is it readily convenient to public transit.

The immediate environment of this site is not particularly attractive at present, yet it is but one block south of the NBC Building and the Californian, Bellevue, and Clift Hotel complex. A well-designed building at this location could create a creditable entrance to the city for the airline traveler.

Site 2 -- Seventh, Stevenson, Eighth, Mission, Assessor's Block 3702

This block is occupied principally by the main Greyhound Bus Terminal and the Crystal Palace Market and its parking lots. Greyhound intends to construct a new terminal building on its property. Coordinated planning could include an airline bus terminal in this block, (and possibly other bus terminals too)

which might make feasible the construction of special bus and taxi ramps connecting the terminals with the Seventh and Eighth Street pair of one-way streets. This site also offers the opportunity of opening a waiting room frontage on Market Street. If incorporated into the design for an expanded Civic Center, a vista could be opened up to the Plaza and the City Hall. The charm and dignity of the Civic Center would be a gracious and welcoming sight to the traveler first setting foot in San Francisco.

This site is in the parking belt surrounding the Central Business District; adequate space for bus, taxi, and auto needs could be made available in this block. It is approximately a mile by taxi to most major hotels. There would be an eighty cent cab fare at present rates.

The site is an average of two thirds of a mile to and from the nearest freeway ramps, and is the closest of the sites recommended. Being close to Market and Mission Streets this site is convenient both to public transit and to other terminals. Potential environment of this site, if included in the expanded Civic Center Plan, is good.

Site 3. --Fifth, Mission, Fourth, rear of Market Street frontages, Assessors Block 3705

This site is also in the parking belt surrounding the Central Business Distfict. There are presently two bus terminals in this block. There are possibilities here, too, of a combined operation. A site of ample space could be acquired in this block.

This site is less than a mile by taxi to most major hotels. There would be a seventy cent cab fare at present rates. This

site is an average of three quarters of a mile to the freeway ramps. Being close to Market and Mission Streets, this site is convenient both to public transit and to other terminals.

Adjacent to the rear of two large department stores, the potential environment could be made good with careful and deliberate design.

Site 4 -- New Montgomery and Mission Streets, Assessors Block 3707

This site is also in the parking belt surrounding the Central Business District. This location would afford many advantages if a site of adequate size could be assembled. This site is about three quarters of a mile by taxi from most major hotels, and would be within a block of the Palace Hotel. The site is an average of three quarters of a mile to and from the nearest freeway ramps. Being close to Market and Mission Streets, this site is convenient both to public transit and to other terminals.

Fronting on New Montgomery Street, and adjoining a famed hotel, the environment of this site is good.

Site 5 -- Ferry Building

The Ferry Building is the traditional gateway to San Francisco and as an airline bus terminal site it has certain advantages over other sites. As an attractive entrance it is unsurpassed in its potentialities: the fascination of the waterfront, the view up Market Street to Twin Peaks, the skyline of the Financial District and Nob Hill rising beyond, and the sweep of the Bay Bridge all epitomize San Francisco at a glance. An authorized helicopter landing field is immediately adjacent to the south concourse of the building.

The Ferry Building site is contemplated currently by the World Trade Authority for the new World Trade Center. Plans have not yet reached a programming stage, but an air bus terminal could be included in the World Trade Center if it replaces the Ferry Building.

The Ferry Building is approximately a mile by taxi from most major hotels. There would be a cab fare of seventy or eighty cents at current rates. Adequate space for buses and parking can be made available. The site is excellent in terms of convenience to public transit and other terminals.

When the Embarcadero Freeway is constructed, the Ferry Building will be readily accessible to the Airport by freeway. Presently it is a mile and one-third from the nearest Bayshore Freeway ramps.

Each of the five sites here recommended has particular advantages and disadvantages. No site meets perfectly all of the criteria established. Other sites which are not recommended, equally good in some respects, have been omitted for failure to meet totally one or more of the criteria established.

Sites situated in the Central Business District, inside the parking belt, have been eliminated, for they would simply transfer the present Union Square traffic congestion to a new location. Sites lacking sufficient space have been eliminated, for they too would add to street congestion. Sites over a mile from major hotels have been eliminated.

The five sites here recommended, are earnestly submitted for consideration to the end that the airlines and bus lines may pinpoint a site, prepare preliminary plans, and develop a financial program for ending the growing chaos of airport transportation by the provision of a convenient and attractive union airline bus terminal.

FEBRUARY 1952

RECOMMENDED SITES FOR UNION AIRLINE BUS TERMINAL

TYPICAL CENTRAL DISTRICT DESTINATION POINTS, AND OFF-STREET PARKING BELT

- RECOMMENDED SITE
- TYPICAL DESTINATION POINT
- OFF-STREET PARKING BELT

PLATE 2

SAN FRANCISCO DEPARTMENT OF CITY PLANNING